



# Bahrain:

## Discrimination in Appointments to high-ranking official positions regarding families loyal to the government

(A Report to the Committee in the Elimination of Racial Discrimination)

October 20, 2022

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## **Introduction**

Discrimination in Bahrain is one of the main factors that are referred to as the reason behind the current crisis in the country since February 2011. Although Bahrain is a signatory to the International Covenants on Civil and Political Rights, as well as the International Convention on the Elimination of All Forms of Racial Discrimination, it has its own legislation that provides for respect for Human rights, as well as equality in the right to occupy public jobs (Constitution of the Kingdom of Bahrain, Article 16-a). However, the occurring reality reveals its contradiction to the legal text, through the carried out appointments, which are not subject to standards of transparency and competition, and are not based on the factors of merit and worthy. Rather, they are based on influence, acquisition, and distribution according to the criterion of loyalty, and this matter still ignites the political crisis in Bahrain.

As it is known from Article 1 of the Universal Declaration of Human Rights, discrimination is based on multiple motives, such as race, color, sex, language, religion, political opinion or any other opinion. Discrimination in Bahrain takes many forms, which are summarized in the way of dealing with part of the citizens on the basis of socially, politically, economically or legally deficient citizenship, which results in a state of exclusion and marginalization that deprives citizens of their acquired rights by citizenships. These rights have been enshrined and protected by international legal texts, most notably the right to participate in elections by equal public voting, the right to participate in government, and the right to equal access to public jobs. (UN International Convention on the Elimination of All Forms of Racial Discrimination (1965), Article 6; International Covenant on Civil and Political Rights (1966), Article 2)

In this report, we analyze the senior positions in the state in the three legislative, judicial and executive authorities, through decrees, royal orders and ministerial decisions issued between 1970 and 2021, to read the trend of the discrimination index in Bahrain. The report searches for the most obvious and important indicators of discrimination in the studied sample, most notably sectarian discrimination. Hundreds of appointments to senior positions and general government jobs, which were acquired by the Al Khalifa family and families loyal to the government, were analyzed.

Discrimination in appointments: Al Khalifa has the largest number of official appointments

A review of the official gazettes in Bahrain shows that the number of appointments of persons from the ruling family reached 627 in the period from November 08, 1970 to June 17, 2021. They were carried out through Emiri decrees issued by the former Emir, Sheikh Isa bin Salman Al Khalifa, 263 Emiri decrees issued by King Hamad bin Isa bin Salman Al Khalifa before he became king, royal decrees issued by King Hamad bin Isa bin Salman Al Khalifa after assuming the reins of power, and 101 decisions issued by the Cabinet.

## Statistical Analysis

A statistical analysis was conducted through reviewing 338 official gazettes issued between January 19, 1970 and May 19, 2021 and included 578 appointment orders for senior state jobs and general positions for 11 families loyal to the government. This analysis shows the extent of discrimination on a tribal and family basis against Sunni and Shia Bahraini citizens, by allocating these jobs to 11 families, 10 of whom are from the Sunni sect, and one from the Shia sect, which is the Al-Arrayed family. These families were granted 222 senior positions in the state and 578 general positions. The percentage of senior positions obtained by all these families with respect to general positions is 38.41%. The percentage of discrimination increased in 2011-2021 by granting these families 104 senior positions in the state and 236 general positions. (Attached is a statistical table of all the positions that families obtained in the period between 1970 – 2021.)

The names of the families are: Al-Binali, Al-Buainain, Al-Jalahma, Al-Dosari, Al-Thawadi, Al-Zayani, Al-Suwaidi, Al-Arrayed, Al-Musallam, Al-Moawda, and Al-Nuaimi.

## Issuance Numbers published in the official gazette by the government that were reviewed:

<b>Issuance Numbers in the official gazette</b>				
851	851	851	851	851
905	905	905	905	905
941	941	941	941	941
988	988	988	988	988
1025	1025	1025	1025	1025
1052	1052	1052	1052	1052
1068	1068	1068	1068	1068
1104	1104	1104	1104	1104
1109	1109	1109	1109	1109
1126	1126	1126	1126	1126

1128	1128	1128	1128	1128
1132	1132	1132	1132	1132
1138	1138	1138	1138	1138
1146	1146	1146	1146	1146
1153	1153	1153	1153	1153
1154	1154	1154	1154	1154
1201	1201	1201	1201	1201
1318	1318	1318	1318	1318
1346	1346	1346	1346	1346
1348	1348	1348	1348	1348
1362	1362	1362	1362	1362
1372	1372	1372	1372	1372
1427	1427	1427	1427	1427
1475	1475	1475	1475	1475
1489	1489	1489	1489	1489
1586	1586	1586	1586	1586
1645	1645	1645	1645	1645
1665	1665	1665	1665	1665
1702	1702	1702	1702	1702
1801	1801	1801	1801	1801
1806	1806	1806	1806	1806
1824	1824	1824	1824	1824
1859	1859	1859	1859	1859
1861	1861	1861	1861	1861
1885	1885	1885	1885	1885
1888	1888	1888	1888	1888
1907	1907	1907	1907	1907
1941	1941	1941	1941	1941
1942	1942	1942	1942	1942
1993	1993	1993	1993	1993
2040	2040	2040	2040	2040
2054	2054	2054	2054	2054
2055	2055	2055	2055	2055
2056	2056	2056	2056	2056
2057	2057	2057	2057	2057
2065	2065	2065	2065	2065

2121	2121	2121	2121	2121
2121	2121	2121	2121	2121
2159	2159	2159	2159	2159
2170	2170	2170	2170	2170
2172	2172	2172	2172	2172
2182	2182	2182	2182	2182
2185	2185	2185	2185	2185
2203	2203	2203	2203	2203
2206	2206	2206	2206	2206
2213	2213	2213	2213	2213
2235	2235	2235	2235	2235
2236	2236	2236	2236	2236
2244	2244	2244	2244	2244
2254	2254	2254	2254	2254
2283	2283	2283	2283	2283
2301	2301	2301	2301	2301
2307	2307	2307	2307	2307
2308	2308	2308	2308	2308
2344	2344	2344	2344	2344
2352	2352	2352	2352	2352
2362	2362	2362	2362	2362
2368	2368	2368		



## The percentage of the positions held by families loyal to the government in specific time periods

### Instructions for analyzing the table:

- The '*Senior out of General Positions*' column is for the overall percentage of senior positions out of the general positions that the family obtained.
- The '*Family Senior Positions*' column is for the percentage of the senior positions of the family compared to the other families in the same time period.
- The '*Family General Positions*' column is for the percentage of the general positions of the family compared to the other families in the same period of time.
- Final cell: Grand total: Tribal distribution in the state: 11 families.
- The percentage of senior positions out of general positions with respect to the time period

Family Name	Time Period	Senior Positions	General Positions	Percentage		
				Senior Out Of General Positions	Family Senior Positions	Family General Positions
Al-Binali (Sunni)	1970 to 2002	2	12	16.67%	4.00%	7.36%
	2003 to 2010	4	17	23.53%	5.88%	9.50%
	2011 to 2021	3	9	33.33%	2.88%	3.81%
	1970 to 2021	9	38	23.68%	4.05%	6.57%
Al-Buainain (Sunni)	1970 to 2002	3	9	33.33%	6.00%	5.52%
	2003 to 2010	12	17	70.59%	17.65%	9.50%
	2011 to 2021	21	34	61.76%	20.19%	14.41%

	1970 to 2021	36	60	60.00%	16.22%	10.38%
Al-Jalahma (Sunni)	1970 to 2002	4	12	33.33%	8.00%	7.36%
	2003 to 2010	2	6	33.33%	2.94%	3.35%
	2011 to 2021	2	9	22.22%	1.92%	3.81%
	1970 to 2021	8	27	29.63%	3.60%	4.67%
Al-Dosari (Sunni)	1970 to 2002	3	20	15.00%	6.00%	12.27%
	2003 to 2010	10	33	30.30%	14.71%	18.44%
	2011 to 2021	24	65	36.92%	23.08%	27.54%
	1970 to 2021	37	118	31.36%	16.67%	20.42%
Al-Thawadi (Sunni)	1970 to 2002	5	20	25.00%	10.00%	12.27%
	2003 to 2010	4	16	25.00%	5.88%	8.94%
	2011 to 2021	6	22	27.27%	5.77%	9.32%
	1970 to 2021	15	58	25.86%	6.76%	10.03%
Al-Zayani (Sunni)	1970 to 2002	11	30	36.67%	22.00%	18.40%
	2003 to 2010	6	17	35.29%	8.82%	9.50%
	2011 to 2021	8	22	36.36%	7.69%	9.32%
	1970 to 2021	25	69	36.23%	11.26%	11.94%
	1970 to 2002	0	1	0.00%	0.00%	0.61%

Al-Suwaidi (Sunni)	2003 to 2010	1	5	20.00%	1.47%	2.79%
	2011 to 2021	7	14	50.00%	6.73%	5.93%
	1970 to 2021	8	20	40.00%	3.60%	3.46%
Al-Arrayed (Shia)	1970 to 2002	12	28	42.86%	24.00%	17.18%
	2003 to 2010	7	23	30.43%	10.29%	12.85%
	2011 to 2021	7	19	36.84%	6.73%	8.05%
	1970 to 2021	26	70	37.14%	11.71%	12.11%
Al-Musallam (Sunni)	1970 to 2002	7	11	63.64%	14.00%	6.75%
	2003 to 2010	5	11	45.45%	7.35%	6.15%
	2011 to 2021	5	5	100.00%	4.81%	2.12%
	1970 to 2021	17	27	62.96%	7.66%	4.67%
Al-Moawda (Sunni)	1970 to 2002	0	5	0.00%	0.00%	3.07%
	2003 to 2010	12	19	63.16%	17.65%	10.61%
	2011 to 2021	9	19	47.37%	8.65%	8.05%
	1970 to 2021	21	43	48.84%	9.46%	7.44%
Al-Nuaimi (Sunni)	1970 to 2002	3	15	20.00%	6.00%	9.20%
	2003 to 2010	5	15	33.33%	7.35%	8.38%
	2011 to 2021	12	18	66.67%	11.54%	7.63%

	1970 to 2021	20	48	41.67%	9.01%	8.30%
Grand Total	1970 to 2002	50	163	30.67%		
	2003 to 2010	68	179	37.99%		
	2011 to 2021	104	236	44.07%		
	1970 to 2021	222	578	38.41%		